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Welfare

April 15

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The Canadian Welfare Council

Was founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health.

OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

MEMBERSHIP

The membership falls into two groups, Organizational and Individual.

- (1) Organizational membership shall be open to any organization, institution or group having the purpose of Canadian Social Welfare, wholly or in part included in their programme, articles of incorporation, or other statement of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, without payment of the fee, whether that individual is in work under any government in Canada, or not.

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Canada Stays in Step

THE month of March gave evidence that on a second front—the planning of post-war domestic security—Canada is marching shoulder to shoulder with the gallant company of the United Nations. Not one, but two significant documents made their appearance to give proof of this. The Marsh report on Social Security for Canada, and the report of the Heagerty Committee on Public Health and Health Insurance, together with the draft of a National Health Bill, form part of the same pattern: they point towards essentially the same social objectives, although each represents the work of a separate group and is, in fact, an almost completely independent study.

Each of these highly significant contributions to the social betterment of Canada is receiving separate comment elsewhere in this issue of WELFARE. It will suffice, therefore, at this point to make merely one or two comments designed to draw attention to their common significance, or alternatively to contrasting methods of approach.

The work of the Heagerty Committee is completely in line with the pre-Beveridge tradition of a direct attack on a specific objective. As such it represents a complete and comprehensive study of the field of public health needs and health insurance. It is not the product of haste, but the mature result of thinking by a group of departmental experts over a period of two years. The supporting study on which the draft Bill is based is a voluminous document, not yet in print at the time of writing. The Bill itself however, and the detailed testimony already given to the Social Security Committee of the House of Commons show that this is not intended to be merely a sketch or superficial survey, but rather must be regarded as a fairly complete self-contained plan, for which most of the details, though not perhaps the final ones, are available. Important to keep in mind is the fact that the Bill embraces not merely a plan for Health Insurance for medical care—something which has not yet been successfully undertaken anywhere on the North American continent—but includes in addition a comprehensive and enlightened plan for financing the development of extended health services in all the provinces.

The Marsh report is a broad, over-all sketch, highly suggestive, at no point clearly definitive; its purpose obviously is to stimulate thinking, in specifically Canadian terms, about post-war plans for social security both in government circles and among the general

public as well. It bears some of the hallmarks of haste, and is obviously a post-Beveridge document, being copiously indebted to that English masterpiece as well as to the pioneering effort of the Rowell-Sirois studies.

On strictly logical grounds, the Marsh study should have preceded in time that of the Heagerty Committee Report and probably also, for that matter, the passage of the Unemployment Insurance Act. But the logic of drafting a master plan before proceeding with detailed items does not always characterize the procedures of governments any more than of ordinary people. Hence Unemployment Insurance was enacted in 1940: the inter-departmental committee to study plans for National Health and Health Insurance was set up in 1941. It was not really until the Beveridge Report appeared that the idea of planning for protection AGAINST somewhat connected and yet disjointed risks gave way to the more comprehensive concept of planning for social security.

Not the least important consequence of this lack of adherence to a strictly logical time table in governmental planning for social security is an interesting dilemma created by the Heagerty Committee's otherwise logical recommendation that health insurance be administered provincially, with contributions from the insured presumably being collected by provincial collection machinery. This would mean that wage-earners, for example, as well as their employers who are now paying a contribution to the FEDERAL government in respect of unemployment insurance, would under the new proposals have a second contribution for health protection deducted and sent to a PROVINCIAL health insurance commission. On top of this, along comes Dr. Marsh and advocates an all-inclusive social security program with a single premium contribution (built up, it is true, of several component parts) to cover all contingencies. The obvious question is how can a collection system for such a purpose be set up—to what jurisdiction, federal or provincial, is it to be entrusted—when instead of having our social insurances all under the same jurisdiction we have already in our first two insurance programs tentatively assigned one to the provincial, the other federal auspices? No clear answer to this is given in the Marsh report.

One final distinction these two reports share in common. Neither one has as yet received the official blessing of government. As a matter of fact, it is hardly to be expected that the government will take any action whatsoever with respect to the Marsh proposals at the present session. These are very far-reaching and warrant more detailed study than has been given them to date. The Health Insurance study, however, has been two years in the making. The draft bill is already in form for detailed discussion. The government has tabled the bill for consideration and report by the Social Security Committee. This can mean much or little. Only when the bill has been formally introduced in the House of Commons can it be said that the government intends to proceed in the matter. Assiduous care has been taken to date to avoid any statement that would commit the government either to proceeding or to holding back from action. Much will depend on the treatment that the bill receives from the Social Security Committee, and on the dispatch which that Committee shows in reporting its views to the House. Meanwhile, all supporters of social progress are looking forward anxiously to some statement from the government that will give the desired assurance as to definite action at the present session.

The Marsh Report on Social Security for Canada

THE report by Dr. Leonard C. Marsh, Research Adviser to the Committee on Reconstruction, entitled *Social Security for Canada* is not in any sense a blue-print of governmental post-war plans for social security in this country. It is a report to the government, made at the request of the government, but the government has not at any time committed itself either to acceptance or to rejection of the proposals made therein.

To this extent, at least, the report of Dr. Marsh occupies the same position as the Beveridge Report in England. In each case the finished document is largely the product of a single man's mind. Both men, of course, had associated with them a group of advisers. In the case of Sir William Beveridge, this was a more formal relationship; the advising group was composed largely of civil servants, and was appointed by the government. In the case of Dr. Marsh, on the other hand, the advisers were called in by the author himself, were not appointed by government, and were in most cases actually outside the civil service. Thus, to an unusual degree, even though the Reconstruction Committee reviewed the Marsh report and presented it formally to the government, this Canadian document stands as the work of one man. Those who know

the pressure under which Dr. Marsh laboured to bring his work to completion appreciate fully therefore the magnitude of his single-handed achievement.

Although the printed text of the Marsh report is not yet available in sufficient quantities to make any large section of the Canadian public acquainted with its full details, the newspapers have carried in generous measure the broad outlines of the scheme. The briefest and most apt description that can be applied to it, is to say that it is the Beveridge Report, adapted to the Canadian setting. To say this is not in any way to disparage the work of Dr. Marsh. It indicates rather that the logic of Sir William Beveridge's approach to the problem is so clear and so compelling that no document appearing subsequently could fail to profit by it. Hence we find in the Marsh report, re-stated for Canada, the thesis of the National Minimum, the integrated approach to social security in all its phases, rather than the separatist treatment of each risk as a problem with characteristics and solutions peculiar to itself. We find also, as we would expect to find, altogether apart from Sir William Beveridge's influence, discussion of the additional measures of social insurance which Canada needs to make its framework complete and strong—health insurance (both

medical care and cash benefits), disability and invalidity insurance, old age retirement, survivors' coverage, and funeral benefits.

Health insurance is dealt with somewhat more sketchily than might have been the case had the Heagerty Committee not been charged with this specific study in greater detail. Dr. Marsh naturally endeavours to integrate his treatment of this subject with the approach of the Heagerty Committee and by and large he succeeds in doing so. On only one point is there apparent disagreement. That is in respect to the proposed contributions for insured persons with wives or other dependents over sixteen. The proposals of the Health Insurance Committee provide for a slightly higher contribution for such persons than for a single man without dependents. Dr. Marsh expresses the view that the same uniform contribution should be adopted regardless of the number of dependents, since this would simplify the problem of integrating health insurance collection machinery with other insurance programs.

Especially interesting and provocative is the chapter in Dr. Marsh's report dealing with children's allowances. Here again the Canadian report follows the pattern laid down by Sir William Beveridge. Dr. Marsh's "safe guess" of 20% as the number of families in Canada where poverty is due to the number of children is clearly a reflection of Sir William's figure of 75%-84%. It is interest-

ing to note in passing that the American Beveridge report, the National Resources Planning Board's bulky document on "Security, Work, and Relief Policy" fails to advocate children's allowances. As a matter of fact Canadian and American social work discussions of this subject have been singularly lacking up to the present time. Dr. Marsh's advocacy of the plan is probably the first semi-official acceptance of the idea on this side of the Atlantic. The effect of children's allowances in lessening the need of mothers' allowance legislation and of income tax deductions in respect to dependent children is also indicated. Not all Canadians will approve the suggestion of children's allowances, and those who do will not in all cases agree that adoption of such a system will make it possible to eliminate mothers' allowances or income tax exemptions for dependent children. But Dr. Marsh's discussion of the subject will be worthwhile if it does nothing else than draw attention to the impossibility of providing for the needs of children through a wage system that fails to take into account in any way the varying size of the family unit.

In one final important respect, the Marsh report shows evidence of intelligent acceptance of the pioneering Beveridge proposals. A separate section is devoted to the special needs of women in the social security system. This follows inevitably out of the comprehensive approach to social security

for all the population on a minimum basis. So long as plans were limited to relatively narrow single-risk types of social insurance—with no attempt to secure complete coverage—little recognition was given to the special problems created by the unique position of woman in society and in the home, as well as by the unpredictable degree of mobility with which she moved into or out of the employment market as occasion demanded. While Dr. Marsh's treatment of the security problems of Canadian women is in many respects wholly different from the Beveridge proposals, the fact that he recognizes this special problem at all is an indication that the basic approach to the concept of comprehensive security for all is essentially the same.

If this review were to stop here, the impression might well remain in the mind of the reader that the Marsh report is largely a Canadian re-statement of the Beveridge proposals. It should however be remembered that in all parts of the Canadian report, the basic proposals under discussion are related to the Canadian setting. At the very beginning of his study, Dr. Marsh includes a valuable section, based largely on Toronto Welfare Council studies, but supported by other data, on minimum Canadian standards of living in their relation to wage and income levels. He shows clearly throughout the basic Canadian background of legislation—scanty and inadequate though it is—with which his pro-

posals will have to be integrated. He points to the need for extending Canada's unemployment insurance coverage. He relates to his total picture the advanced and distinctively Canadian approach to the problem of industrial disability and accident through Workmen's Compensation.

Considerably more attention is given to the problem of creating full employment than is the case with the Beveridge Report, Sir William assumed a relatively high measure of employment. Dr. Marsh assumes rather, for the purposes of his report, maintenance of the national income on the present war-time level; but in doing so he advances certain definite proposals, including that of a \$1 billion post-war public development undertaking, for the purpose of showing how the national income will have to be sustained.* The most important difference between the Marsh and the Beveridge proposals is that the former advocates for the "temporary" risks of unemployment and health insurance cash benefit a sliding scale of benefits, related to the wage scale, with a flat scale of benefit, regardless of prior income, for the permanent risks. Sir William, on the other hand, proposes flat scales of benefit throughout. The purpose of the Marsh proposals is to make it unnecessary for the wage earner on a relatively decent level to lower his standard of living drastically to

*Readers of *WELFARE* incidentally will be interested to learn that in the next two issues, Dr. Marsh will contribute an outline of the "Implications of Full Employment for the Canadian Economy".

cover a period when the loss of income is only temporary.

In many ways the task of building a Canadian structure of social security is much more difficult than in England—two major racial and cultural stocks, with a liberal sprinkling of other European groups as well and a Federal system of government with all the constitutional difficulties that Canadians now know so well. Both of these facts increase immeasurably the difficulty of devising a streamlined, ready-made system of social security for the country that we call Canada. Add to that the fact that with the undeveloped state of our provincial and federal social legislation in many areas of need,

we are largely trying to build bricks without straw, and to that again the fact that we are sadly lacking in the administrative personnel that would be required for an ambitious security scheme, and we are almost forced to the conclusion that, though we may lack enough straw to make the bricks required, we certainly have enough to "break the camel's back". But this is a defeatist point of view that Canadian social work, along with Dr. Marsh, is not prepared to accept. His report will contribute greatly to the stimulating of courageous thinking in Canada along the lines that he projects for the future. G.F.D.

SPRING CHEST CAMPAIGNS OVER THE TOP

FIVE of the seven spring campaigns have raised \$1,010,739 of which \$181,500 goes to the Red Cross. All of these appeals represent outstanding successes from Brandon with a population of only 17,383, which raised the largest sum in its history—\$30,400—to the Federation of French Catholic Charities in Montreal which topped all of its own previous records with a total of \$560,000, all for Home Services. Their objective was passed by 8.3%. The Employees Section of this campaign exceeded its quota 17.3%.

Calgary raised \$235,000 or 14.6% above its \$205,000 goal; Peterborough \$70,000 on a \$60,000 goal, and in Oshawa \$115,339 was subscribed on a \$90,000 goal.

Reports on the Galt and Kitchener campaigns have not yet been received.

TODAY from every city, every village, every family, go our fighting men. Out to battle leaving behind them the things they hold most dear . . . homes, families, country. Always with the hope that when they return they will find waiting for them a better home, a happier family, a greater country. It is for us to keep their trust. It is for us to face the problems on the home front. This is *our* battle line. These are the problems we must face. —Channels.

Canada Considers National Health Plan

COINCIDENT with the Marsh Report, a National Health Plan for Canada was laid before the Social Security Committee of the House of Commons in March, by the Honourable Ian Mackenzie, Federal Minister of Pensions and National Health. These proposals represent two full years of work by an inter-departmental committee of civil servants under the chairmanship of Dr. J. J. Heagerty, Director of Public Health Services for the Department.

While the voluminous report which serves as a background to the proposals is not yet available to the public, it is none the less possible to get a clear picture of the plan itself from the draft National Health Bill, and from the comprehensive statements made to the committee by the Minister himself, Dr. Heagerty, and Mr. A. D. Watson, Government Actuary.

Like the Marsh Report, the work of the Heagerty Committee does not as yet represent clearly-stated Government policy, but it seems safe to assume that in view of the active support already demonstrated by the Minister to whom the civil service committee reported, this plan stands several stages closer to acceptance by the Government than the broader study of Dr. Marsh.

It is important to note at the outset that the proposals are very far-reaching in their coverage of the Health field. Conditional grants-in-aid from the Federal Government to the Provinces are proposed, covering a wide variety of public health activities—tuberculosis control, mental illness, general public health work, venereal disease, professional training for public health physicians, engineers, nurses and sanitary inspectors, special public health investigations—and finally physical fitness for youth, for which a special bill is definitely being introduced into the House of Commons at the present Session. Under all these headings together, it is suggested that the Federal Government should contribute to the development of provincial services a sum tentatively set at \$7,000,000 in all. The recognition given here to the constitutional position in Canada under which public health lies within the jurisdiction of the provinces is sound and realistic. Encouraging too is the recognition given to the principle of conditional grants-in-aid as a device by which the constitutional difficulties may be solved in such a way as to preserve provincial jurisdiction, yet make effective Federal leadership possible. In this respect the recommendations of the Heagerty Committee depart from the broad outlines of the Rowell-

Sirois report, where emphasis was placed on the importance of working out tax-transfer formulae which would put the provinces in a position to carry out their responsibilities without Federal subsidy.

Most important of all, however, is the proposal that the grant suggested above for public health extension and development should be available to the provinces *only on the condition* that they enact a health insurance measure reasonably similar to the model enactment drafted as part of the Committee's work. This policy, if accepted by the Federal Government, will provide a powerful financial incentive to the enactment of health insurance legislation in each of the provinces.

For health insurance too, it is proposed that the federal government should assist the provinces with grants-in-aid. No clear-cut recommendation is made, however, as to the amount or proportion of federal subsidy. This is understandable in view of the fact that a great deal depends on whether or not the income tax field returns to the provinces, in part at least, after the war. If one may judge from the testimony of the Honourable Mr. Mackenzie to the House of Commons Committee on March 16th, the Committee, working on the basis of 1938, the last pre-war year, seems to have had in mind a formula under which the Dominion's share would be one-sixth of the total operational cost, or \$3.60 per insured person per year. This would mean,

with health insurance fully operative in all the provinces, a total federal contribution of \$40,352,000 (plus, of course, the above mentioned \$7,000,000 for public health grants): while the provincial share would be \$76,084,000, even after allowing for offsetting savings (hospital grants, etc.) totalling \$15,000,000. It is seriously to be questioned whether, even assuming that income tax returns in part to the provinces, this suggested proportion would be within the financial competence of the provinces. Certainly, if income tax is not returned to the provinces, federal participation would have to be on a higher level: and with this in mind, alternative formulae for sharing have been worked out. The lowest of these provides for a Federal contribution of one-ninth (\$26, 901,600) leaving the provincial share at \$89,534,400: the highest for a Dominion subsidy of \$107,606,400, leaving the provinces to provide \$8,829,600. Wisely, the conclusion reached is that no final attempt should be made at this stage to allocate federal and provincial shares of cost, but that the over-all total of \$131,436,000 gross (or \$116,436,000 after provincial offsetting costs have been deducted) should be considered the joint contribution of the combined governments on the basis of some formula which will have to be the result of inter-governmental negotiation in the light of the tax position at the time health insurance becomes effective.

The governmental contributions of course amount to little more than half the estimated total cost of comprehensive health insurance coverage. The grand total of cost is estimated to be \$256,186,000, and the contributions from sources other than government are therefore expected to produce \$124,750,000. Of this amount \$87,714,000 is to come from wage-earners and their employers, while the balance of \$37,036,000 is expected from proprietors and other "own-account" contributors. To this reviewer, the cost which is suggested as the employers' share seems disproportionately low. Wage-earners themselves are expected to contribute \$63,542,000: employers are looked to for \$24,172,000, but when this latter figure is examined it will be seen that only \$15,345,000 is expected from industrial or commercial employers in the ordinary sense, while \$8,827,000 is to be derived from employers on behalf of employees whose wages consist only of living allowances (members of families of store keepers, farmers, etc.). Surely if employers of this non-wage-paying group are expected to contribute as much as \$8,827,000 on behalf of their wageless employees, employers who operate on a pay-roll basis (even if they have only one paid employee) are getting off comparatively lightly with a direct contribution of less than \$16,000,000. It is recognized, of course, that much of the contribution of government is likely to come from taxes on businesses of the larger sort.

The average person will, of course, be interested in what his own health insurance contribution will be under the proposed scheme. This is somewhat complicated, but can best be stated as follows: a single person with no dependents will pay 3% of income, but not more than \$26: in other words, anyone earning less than \$866 a year will have to have his contribution subsidized either by his employer, or (if he is not employed) by the province up to \$26. A married man with only his wife dependent on him will pay 3.7% of his income up to a maximum of \$52. The amount by which 3% of his income falls short of his own contribution of \$26 is to be made up by his employer (or if he is not a wage earner, by the province): the amount by which .7% of his income falls short of meeting his wife's contribution of \$26 will be made up by the province. Children under 16 are covered without additional charge: but a married man with wife and one dependent child over 16 would pay 4.3% of his income up to a maximum of \$78, and if he had two dependent children over 16 he would be obliged to pay 4.95% of his income up to a maximum of \$104. In all cases, any deficit in the wage earner's contribution on his own behalf is made up by the employer: any deficit in the contribution required on behalf of dependents is made up by the province.

All of the above, in addition to being somewhat complicated (especially when calculating the em-

ployer's and the province's contribution) seems to bear rather heavily on the married man with dependents over 16. Take the case of a married man earning, let us say, \$840 per annum. It is already admitted in the case of a single man earning less than \$866 that he cannot afford to pay his full premium of \$26: the single man at \$840 per annum pays therefore only \$25.20, his employer contributing the balance of 80 cents. The married man, however, with his wife to support in addition to himself on the same amount of \$840, will have to pay a contribution for himself and his wife of \$31.08, with the employer contributing still only 80 cents, and the province paying \$20.12 to bring the total up to the required \$52. It may be argued, of course, that the married man is insuring a two-fold risk—himself and his wife—at an average cost decidedly less than the cost of the single man's insurance for himself alone. This is true. Yet the effect is to add an additional burden to an income which by the standards proposed in the report itself is not sufficient to meet the full insurance cost of a single person. Since the measure proposed is a *social* insurance measure, it would seem that the alternative of a stated percentage of income, regardless of the number of dependents, is simpler and comes closer to meeting the demands of equity.

Questions such as the above however, on points of detail, should not be allowed to obscure the main outlines of the plan. One could go

on further with picayune criticisms on points of detail, criticisms which might be seized upon all too eagerly by genuine opponents of the basic principles of the health insurance proposals as a whole. One might question, for example, the rather cumbersome method proposed for getting contributions from the so-called "assessed" contributors, those who cannot be reached by the highly efficacious method of payroll deduction. For these it is suggested that an annual return of income, including calculated income from property (say at 3 or 3½ per cent) should be the basis of determining how much of the contribution should be paid by the insured and how much by the province (there being no employer in this case). It has even been suggested that, for farmers and property owners at least, municipal land-tax machinery might be used for collection of contributions. The efficacy of this method is open to question, especially when one thinks back to the bankrupt municipalities of the depression years. And yet what better approach is there to this admittedly hard-to-reach group? Income tax machinery? The recent statement to the effect that less than 1500 farmers in all of Canada pay income tax each year makes one hesitate seriously about suggesting this.

The fact is that the Heagerty Committee, in the course of its two years of study, has undoubtedly considered most if not all of the pros and cons of various methods which outside observers

are likely to advance as preferable in some ways to the detailed form of the Heagerty proposals. The fact is too that, after careful consideration, the Committee has selected those solutions which seemed to their mature judgment the most feasible in the light of all the circumstances. The weight of the Committee's judgment, while of course not infallible on every detail, is not likely to be less sound than the possible alternatives which on several points seem to present themselves.

Social workers and social agencies which co-operated in filling out the Health Insurance questionnaire issued in the summer of 1942 will be encouraged to note the extent to which the Heagerty Committee's proposals co-incide with their views expressed at that time. Returns from the questionnaire showed a definite majority in

favour of the integration of health insurance with the public health program, of grants-in-aid for public health purposes under a variety of heads, for compulsory health insurance in Canada with no upper income limit and universal coverage, for a full range of medical benefits, for free choice of doctor, for contributions from employer, contributor, Dominion and provincial governments, for administration through a commission. On not one single point where there was a clear unequivocal statement of opinion from the questionnaires returned, do the Heagerty proposals vary from the views of the majority. From the point of view of the social workers and social agencies themselves, therefore, this in itself is tribute enough to the monumental effort that may some day materialize as Canada's National Health Plan. G.F.D.

REHABILITATION plans of the Department of Pensions and National Health for the small number of Service Women discharged on account of pregnancy have recently been announced by that Department.

With the help of a committee giving careful consideration to the problem, a constructive and effective method of procedure has been evolved which provides, when needed, care and protection to the girl during pregnancy, hospitalization and a rehabilitation grant depending on the length of her service.

Plans for the baby are made by the mother, with the assistance of agencies in the community already operating in the field of unmarried parenthood.

This is yet another example of the manner in which Government Departments are turning to the social agencies for assistance and cooperation in working out joint plans in the interest of citizens who may be in need of service.

IN THE first six and one half months of its showing, the motion picture, *The Birth of a Baby*, has been seen by nearly 700,000 persons in Canada. The Department of Pensions and National Health under whose auspices this picture has been routed are to be congratulated upon the thoroughness with which they have carried out the project.

Recreation for Women War Workers

IN CANADA there are 3,970,000 women over fifteen years of age. Of these, 1,350,000 are employed in paying jobs of which 225,000, a constantly increasing number, are engaged in war industry. In view of its long-time program, therefore, it is not surprising that the National Council of the Y.W.C.A. set up in 1942 a Committee on Women in Industry, which undertakes to help local Associations meet certain basic needs of women and girls employed in industrial plants.

The form which this program takes and the policies within the Y.W.C.A. about which it develops are obviously not static. In fact, the dynamic implications of the emergence of the Y.W.C.A. in the industrial field are evident at every meeting of the National Committee, which includes representatives from the professional staff, from the industrial workers (both union and non-union), from the Workers' Educational Association, and from the community at large. However, from discussions of the Committee and from practical experience in the field, certain principles of work have been enun-

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MARGARET K. STRONG

Chairman of Committee on Women in Industry of the National Council of the Y.W.C.A.

ciated as guides to program building.

To maintain production, women workers need the inspiration of understanding the importance of their work in the war effort; a sense of solidarity with all war workers, with the armed forces and with civilians. This is especially important for those women who come to industry from farms, household employment, private homes, etc., who have had no experience of work with large numbers of other workers. They need also opportunities for play, recreation, entertainment, self expression, education. In planning activities the aim must be to build up the health, morale and well being of the girl; at the same time helping her to adjust to the importance of her job on the production line.

The size of the task is such that the co-operation of the whole community is required. The Y.W.C.A. must seek to work with other agencies to bring into play all the facilities of the community (e.g., the Churches, trade unions, industrial management, government agencies, etc.). The program belongs to the women:—designed to permit them to formulate plans and conduct their own leadership; to give them understanding of

democratic group process and ability to take their part as responsible members in it. In order to insure the most democratic functioning of planned activities, the Y.W.C.A. should work in close co-operation with workers' organizations. These considerations are directed to the immediate wartime situation, but they have implications, too, for a longer term policy.

That all local Associations—there are 44 across Canada—are not equally participant in the National movement is natural. Certain Associations, not necessarily the largest ones, from the beginning of the war and even before, have been keenly aware of industrial needs, and have given leadership both in providing recreational programs for workers, and in developing the philosophy of the Y.W.C.A. in relation to social and economic conditions as they directly affect women. It can be readily understood, however, that war conditions have focussed the attention of the Y.W.C.A. upon its special responsibility in this field and accelerated its program accordingly.

Standards in respect to employment, whether of men or of women, are usually thought of in terms of wages, hours, and working conditions. The Y.W.C.A. recognizes that, even though in wartime wages are higher, there is a tendency generally to break down standards of employment and the working conditions of many factory workers are far from satisfactory. Labour legislation in the various provinces

varies widely and factory inspectors are frequently overworked, and, under pressure of war production, may receive insufficient support.

Already in 1941, at its triennial convention, the National Y.W.C.A. recognized that improved labour standards were largely dependent on the achievement of workers themselves, and went on record by vote of the convention in favour of the principles of "freedom of association" and of "collective bargaining". As an application of that policy, the National Committee on Women in Industry sent a resolution to the Select Committee on Collective Bargaining appointed by the Ontario Legislature affirming its belief that "the interests of the workers and the best interests of the community and our country in this time of war can only be served by providing legislation that clearly and unequivocally provides for the right of workers to organize in unions of their own choice and to bargain collectively"; that "young women facing the hazards and difficulties of industrial work (should) be protected by law from intimidation and discrimination by employers who would prevent them from joining organizations of their own choice".

However, it has not been through co-operation with organized labour, nor through the promotion of labour legislation that the Y.W.C.A. has made its best contribution to date in meeting the needs of industrial women.

This may come later and calls for a broad educational program in the industrial field.

What the Y.W.C.A. is definitely doing, especially as its contribution to war effort, is building on a foundation laid through the years, a program of recreation, health education, religious education, and group activity, along with certain special emergency services.

One of these special emergency services is the *Rooms Registry*. In 1941, the Canadian Y.W.C.A. placed in inspected lodgings 12,413 soldiers' dependents and war workers. In 1942, this number had grown to 60,922. (These figures are minimal.) In some centres, e.g. Woodstock, the Y.W.C.A. is placing not only women, but also men war workers who come into town from outside and have nowhere to go. In Toronto, close co-operation with the main industries concerned has been established. Notice is given when numbers of girls are expected from outside and they are met at the plant by Y.W.C.A. staff, placed in boarding homes or rooms, and given a cordial welcome to the community. Follow-up contacts are made in order that the workers may find their way into the general Y.W.C.A. program. When necessary, Rooms Registry service is provided until midnight. There is, of course, a close link with Travellers' Aid. Because of the large and sudden influx of American women to Edmonton, the demand on the Y.W.C.A. services there has been particularly exacting.

"Time out for Fun" is a slogan of the recreation services. Adjustments have been made to the free time of various industrial shifts, and diversified programs for a continuous evening or other time unit are sometimes provided. Co-operation with the men and women in the armed services is general and has proven particularly acceptable. In accordance with their own interests, individuals within the larger group find themselves associated with smaller groups in educational or recreational projects, e.g. public speaking, games, swimming, selected movies, etc. Sometimes these programs are arranged in co-operation with the Y.M.C.A. A dance, whether a major event or impromptu, to close the evening is always popular.

A main thesis of the Y.W.C.A. is that recreation is a community responsibility. An interesting example of a common approach to expanding needs is found in Brantford where, beginning with a joint Y.M.C.A.-Y.W.C.A. Industrial Committee, Brantford workers have organized a Community War-time Recreation Council with representatives from industrial concerns and civic bodies. This set-up, in accordance with the best principles of community organization, promises unusually well for a long-time recreation program. Captain Ian Eisenhardt, Director of War-time Recreation under National Selective Service, was present at the first meeting of C.W.R.C. in Brantford and contributed to the success of the undertaking. An

interesting element in the Brantford organization is the emphasis put on the fact that the project belongs to the community and that the industrial workers are immediately and fully represented on the Executive.

In the work we have described there appears a renewed emphasis by the Y.W.C.A. on work with industrial girls. The implications of this continued policy may prove interesting. Already it has meant, like so many wartime services, an overtaxing of resources. Some Associations, like Toronto, in co-operation with community committees, have opened new centres to meet the new demands. Increasingly requests come to the National Council for new centres in communities not now served by the Y.W.C.A. This is in line with

the experience of other organizations providing community services. The need for adequate personnel is everywhere evident; for men and women who know not only the best principles and techniques of social work, but who have understanding of the forces which have made articulate the demand for social security in our post-war Canada; for men and women who have maturity and flexibility to meet the demands of an undefined future. If the National Committee on Women in Industry, through the local Associations, is successful in extending the fellowship of the Y.W.C.A. to an increasing number of industrial girls, it may well mean a developing maturity within the Association as a whole, in relation to social and economic questions, and especially in relation to labour policy.

SOCIAL WORK IN WAR INDUSTRY

A SPECIAL MEETING of Montreal social workers convened by the Montreal School of Social Work has resulted in the formation of a study group on Social Work in War Industry. At the initial meeting it was agreed that before inauguration of special courses, opportunities for social work in industry, and the content of the jobs, already filled by social workers in this field, should be studied.

At the present time, social workers in industry appear to be engaged in: (1) case work or directional service; (2) group work or recreational planning. Useful courses would therefore include case work, group work, legal, psychiatric and medical information, community organization and factory and health legislation.

Miss Phyllis Burns is the Chairman of the group, and it is hoped that recommendations will be forthcoming for presentation to the School early in the autumn.

THE ONLY revolutionary concept in the New Deal was the repudiation of the idea that the misery of the unemployed is due to their own improvidence.

—*The Road We are Travelling*, Stuart Chase.

Governments Plan Recreation

THE field of recreation has long been almost exclusively the domain of private agencies, with the exception of municipal, school and playground programs, and isolated efforts such as British Columbia's Pro-Rec program of the depression years. Evidence of of awakening government interest in this field as an aid to efficiency in the war effort is seen in the fact that National Selective Service some months ago set up an Industrial Recreation Division with Captain Ian Eisenhardt, formerly of British Columbia, at its head. The work of this Division culminated in a Conference on Industrial Recreation, held in Ottawa on April 9th and attended by approximately fifty representatives of various communities in Quebec and Ontario. The Canadian Welfare Council was privileged to be present at this meeting, along with the representatives of key national organizations in the recreation field, as well as community leaders from those cities which have been developing industrial recreation programs.

To the Canadian Welfare Council representatives fell the responsibility of summing up for the Conference the main points of emphasis, and these were presented at the end of the day in the following terms:—

(1) Purpose of recreational program: To develop a plan that will be of intrinsic value to the individuals concerned, with the

secondary objective of providing through the program the necessary incentive for the maintenance or increase of production by the worker in the plant.

(2) Pattern of organization: Advisory committees on the national, provincial, regional and local levels, with special attention to the need for selection of persons who have the confidence of labour and management, as well as wide knowledge of the fields of community organization, recreational needs and facilities. To these committees on all levels should be appointed key paid personnel, properly qualified for the task of promoting recreational planning and activity.

(3) Finances: There should be four-way financing participation on the part of workers' groups, management, recreational councils or organizations, and government (Federal and provincial). Along with this should go, in each case, a commensurate share of responsibility and authority in the planning of the program. The financial contribution of recreational organizations may perhaps take the form of staff and physical facilities placed at the disposal of the recreational groups concerned, rather than an outright contribution of money. Governmental contributions will consist mainly of key personnel in the development of the program on the various levels referred to and, in addition, the actual provision of essential facilities in smaller cities and communities

where such facilities at present are lacking.

(4) Personnel: The highest standard of qualified personnel that can be made available should be provided. With this should go recognition of the scarcity of people trained to do the job, and the consequent need of short-term training courses for additional workers. Recruiting will come mainly from the physical education, group work, and community organization fields.

(5) Facilities and plant: Existing facilities should be used wherever possible, including those available through recreational organizations already in existence and, in addition, schools, church equipment, etc. These, in many of the smaller communities, will have to be supplemented by the direct provision, through government, of new facilities for recreation.

(6) Program: The need for flexibility and variety must be kept in mind, with recognition of the diversified needs of different sex and age groups among the workers and their families.

(7) Constituency: The constituency for whom the recreational program is planned in any community should not be limited solely to war workers themselves, nor even to war workers and their families. Priority should be given, however, to those areas where the establishment of war industries has created an urgent need. When the district for which a recreational project is to be planned has been selected, the program from that point on should be a community development, and should not exclude from participation any particular groups in the community.

These points representing the main trends of the discussion are being forwarded from the Conference to the Director of National Selective Service and to the Minister of Labour for consideration in the formulation of government plans. It is expected that the Federal government shortly will call a further meeting of provincial government representatives to work out the formal details by which governments on both levels will be prepared to help in the development of these community recreational plans. G.F.D.

THE over-all challenge to us as case workers today would seem to me to be that of maintaining our perspective on the importance of the individual within a social setting in which, because war threatens the destruction of the group, group efforts are bent toward group protection to the extent that its meaning to individuals is obscured. Perhaps our responsibility is that of insuring that the yeast of consideration for the individual shall leaven the loaf of concern for the group as a whole even in times of war.

—Fern Lowry, *The Social Service Review*.

The New York Regional Meeting of the National Conference of Social Work

HAVING the National Conference of Social Work organized in three regional sessions instead of one as heretofore, changed its character somewhat and must have greatly increased the worries of that most effective organizer and secretary, Howard Knight.

The New York meeting, which had a total registration of over 4800, drew largely from the city of New York and the States along the Atlantic seaboard. The fact that such a large percentage of the attendants were at home, attending the Conference along with and as part of their regular social work responsibilities, (either because they were New Yorkers or commuters) removed from the gathering the rather gala, carefree atmosphere which has surrounded former Conferences. Winter rather than summer weather added to this note of drabness,—physical not mental,—and over all was the very present recognition of the influence of the war. Signs indicating air raid shelters surrounded one on all sides, and detailed instructions in hotel bedrooms as to exactly what to do in the event of an attack from the air brought home the fact that New York City would probably be regarded by General Goering as a psychological target of great importance. Then,

too, the dim-out added to the difficulties of night prowling on Broadway, which is no longer the Gay White Way, but is gayer than ever if one can judge by the crowds moving up and down, and packing the theatres.

The Conference program was, of course, geared to wartime needs. Social Security in its various forms was ever present and was given greater emphasis than ever, because of the circulation of the Beveridge Report and the release to Congress during the Conference week of the report of the United States National Resources Planning Board. As this was a volume weighing over five pounds, delegates did not furnish themselves with copies to carry around with their already bulky program, but poured avidly over the New York Times and other newspapers giving excerpts from the document, with comments both complimentary and otherwise. The general feeling seemed to be that the report would, for various reasons, have a stormy passage in Congress.

Vying with Social Security in importance and interest on the program was the whole question of adolescents, particularly girls, in a wartime world. The subjects dealt with ran the gamut of such considerations as the adolescent in

a family broken by war conditions, either military or industrial, to what is sometimes a result of war psychology and disruption—prostitution. Between these two extremes one heard most interesting papers and discussions. United States social workers are exceedingly concerned about youth conflicts, about growing promiscuity among the young adolescents particularly, and in some areas, about the very great amount of commercialized vice. The stone seems to be rolling downhill so fast that they are often at a loss to know what is the immediate step that must be taken to stop its speedy progress. Some cities have embarked on a clean-up process which has been locally very successful, but the natural inference is that the business moves on to other and greener fields. Picked here and there out of the general discussions about the youth of America, its straining for expression and for recognition in war time, some rather obvious points, of course, were apparent, and others opened up new vistas for further study and experimentation.

Obvious, of course, was the general spirit of unrest, of transiency as expressed by the youngsters who want to taste all that life has to offer while they can. On top of that was a growing recognition on the part of social workers that perhaps we have sheltered our children too much, tried too hard to keep the war away from them, and that teen age boys and girls have a right to an active

participation in the war effort, that consideration must be given to evolving plans which will give them worthwhile, absorbing volunteer service of some kind. It was pointed out by several speakers that the fifteen and sixteen year old girls of the Civil War era were carrying a woman's responsibility, nursing the injured, helping actively in various war efforts and of course, in many instances actually married and carrying family responsibilities. The teen age girl of today has capacities for service which are yet untouched, and it was felt that this must be recognized and appreciated, and plans made to feed this emotional hunger for service without interfering with necessary and desirable educational plans.

Venereal disease in both military and civilian areas figured in many of the sessions, and it was apparent that the authorities are awake to the rapidly expanding menace and are struggling desperately to effect methods of coping with the results of widespread promiscuity and prostitution.

In the case work field the stress very definitely was on the great variety of new areas opening in which the case work method is being utilized under other terms. It was pointed out over and over again in numerous papers that social workers have a service to offer that is valuable and is wanted, but not under the name of Social Work, which has an unfortunate connotation with dependency and charity. Trade

unions, industrial concerns, the Services, and many wartime organizations are making more and more incursions into the professional social work field for staff and employing these qualified workers under the name of counsellors, personnel advisers, consultants, etc. There were some very straight truths presented by speakers who urged the profession to recognize the importance of this move, and to be ready to adapt themselves to these new services and the new nomenclature rather than die for a terminology which might itself be in its death throes. To quote one speaker, — "The name, not the function, is beginning to outlive its usefulness. Is it the part of wisdom to allow a new and more organic designation to emerge?"

Very few Canadians were able to attend the Conference — probably not more than ten were registered, and the only representative of a Canadian agency on the official program was Dr. Kenneth Rogers of Toronto who gave a most excellent paper on "The Role of the Volunteer in Protective and Correctional Work with Children".

The remaining two Regional Conferences will be held in St. Louis in April and Cleveland in

May. It is understood that the program for these sessions has been developed under similar topics and in some instances the papers given in New York are being repeated, in others the same subjects will be dealt with by alternate speakers.

The Conference lost something through the absence of its President, Fred Hoehler, now administering relief in North Africa under Governor Lehmann's Committee. An interesting close to the Conference program, following a most eloquent, humorous and comprehensive consideration of the Beveridge Report by Dr. Finer, an Englishman attached to the International Labour Office in Montreal, was a broadcast arranged by C.B.S. from Fred Hoehler in North Africa. The pick-up was excellent, and Mr. Hoehler's voice came through as clearly as if he had been on the platform. He described the work being done by his unit in providing food and clothing for the undernourished and pillaged Africans and brought home to the Conference members what a great part this continent has to play in meeting the economic needs of the devastated countries. On this note the Conference closed. N.L.

Now the geographic frontiers have gone, and a new kind of pioneering lies before us. The power age with its specialization has made us dependent one upon the other as the old pioneer never was. Depression and war have forced us to realize that we must sink or swim together as one community. We have turned a solid face toward our enemies abroad. By this very act we have turned a friendly face toward our neighbors at home.

—Goals for America, Stuart Chase.

You are invited
to spend three days — MAY 19, 20, 21
in Toronto * *

The reasons:

• **Annual Meeting**
May 19th

Canadian Welfare Council

Afternoon Session - 3.30-5.00 p.m. Reports, Election of Officers, General business.

Evening Session - 8.30 p.m. An outstanding speaker has been invited.

Mr. Philip S. Fisher, President, will preside.

• **Convention »**
May 20th, 21st

Association of Children's Aid
Societies of Ontario

A series of discussions on pertinent subjects will replace speeches and prepared papers. 1943 marks the 50th anniversary of the founding of the Children's Aid Society in Canada.

All meetings for both organizations will be held at the Royal York Hotel, Toronto. Plan to attend.

Kindred Group meetings also are being tentatively planned in connection with these two events.

Japanese Welfare Under the British Columbia Security Commission

AMY LEIGH

THE removal of some 23,000 individuals of the Japanese race from the Defence Area of British Columbia was the task with which the Federal Government was faced a year ago. The Coast Defence Area in British Columbia, bounded by the Yukon on the North and the United States on the South, extends from the Pacific to the Cascades and measures more than 75,000 square miles.

The action was swift and dramatic. The first step was to place those who were deemed by the Royal Canadian Mounted Police to be dangerous in Internment Camps. Road Camps under the Department of Mines and Resources were established to provide a means of livelihood for the majority of the men whose families later were evacuated. Early in January a special committee was appointed to dispose of the Japanese fishing vessels in an equitable way. A month later all weapons, automobiles, cameras and radios owned by the Japanese were surrendered. All of these latter, except the weapons, are now held

Miss Amy Leigh, who is a graduate of the Toronto School of Social Work, has had all of her professional experience on the West Coast, and is in a good position to speak on the Japanese question, having recently been one of the four social workers attached to British Columbia Security Commission staff. Formerly she was employed in the Relief Department of Burnaby, in the Western Division of the C.N.I.B., and was Welfare Supervisor of the Vancouver City Social Services. She has recently accepted a position in the Provincial Secretary's Department, British Columbia.

in trust by the Custodian of Enemy Property, a branch of the Department of the Secretary of State, with whom it is obligatory for all Japanese Nationals to register their property.

In March 1942, a Commission was appointed to control the mass evacuation of all persons of Japanese parentage from the coastal zones. A clearing station was established at Hastings Park in Vancouver and in a remarkably short time it offered shelter to thousands of people, moved from distant and nearby rural areas in the Defence Area. Many stayed there for weeks until facilities for their more permanent care could be arranged in the interior.

The evacuation was completed by October 31st, 1942, approximately seven months after the appointment of the Commission. Eleven thousand Japanese are now residing in seven centres in the interior of British Columbia, and the remaining twelve thousand are accounted for in a number of ways. The sugar beet industry in Alberta and Manitoba has claimed a good many of the latter; so have the lumber camps in Ontario. Many girls have been placed in domestic jobs in the East, and some of the young Canadian born are obtaining jobs through their own efforts. Still another fairly large group are

able to support themselves either in normal industry or because of ample private means.

While these people are under the protection and control of the British Columbia Security Commission, the concern of social workers connected with the work of the Commission has been particularly with the eleven thousand individuals in the British Columbia interior centres.

It was early recognized by Commission officials, that social workers would be needed in helping to handle the difficult adjustments these people were having to make. The first step was the appointment of a Field Supervisor. The task of organizing Welfare offices and selecting staff for each of the towns took the first three months of the Field Supervisor's time, and thereafter many weeks were required to co-ordinate the work and assemble material for policy making. Close supervision was given in this period to the work of the Welfare Managers (some of them trained social workers, and some not) who were placed in charge of the Welfare offices. They in turn supervised a small group of Canadian born Japanese young people, whose education and interests have proved them not only good Canadians, but also anxious and willing to do a good job for their own people in distress. The insight and application of this young group has been most remarkable, and the story of their work should form a separate study.

The Welfare office is an integral part of the general Commission

office, and, in each centre, comes under the direct jurisdiction of the Town Supervisor. Problems related to maintenance giving, budgetting of income, clothing needs, family adjustments with respect to housing, child welfare, group work and practically the whole gamut of social problems in concentrated form, are delegated to the Welfare Department. The actual case work is done by the Japanese workers—only one of whom is a trained social worker—closely supervised by the Welfare Managers. Problems requiring definite decisions as to policy soon became evident, and these were referred on to the General Supervisor of Welfare at headquarters in Vancouver.

The setting of policy has been one of the most interesting and difficult phases of the work. The premise upon which it was the Commission's purpose to work was that the policies of the Provincial and Municipal Governments in the areas affected should apply in every detail to the Japanese problem. On the surface this seemed comparatively simple. However, many situations arose which had no counterpart in the experience of any of our public or private agencies. Of the total Japanese population, 6,727 are Canadian born, 7,011 are naturalized Canadians, 9,758 Japanese Nationals, and 16 citizens of the United States. The Federal Departments involved in this problem are: The Department of Labour, the Department of External Affairs, Department of Mines and Resources, Department of Justice, Depart-

ment of Finance, Department of the Secretary of State. It does not require a vivid imagination to see the task with which the Commission has been faced,—to uphold the policies of the various Federal Departments involved, yet keep within the policies already established in the Province of British Columbia; to face the criticism of local residents and the public at large, and still remember the international aspect and the danger of reprisals. One can understand from this why policy-setting has been a slow and cumbersome job.

The social implications of the evacuation have not as yet been fully expressed, and therefore cannot be recorded adequately. It is sufficient to say that the social dislocation of this mass movement is not recognized by the Japanese people as a whole as being a war-

time exigency. It represents for them complete loss of freedom that has left them bewildered and self-conscious for the most part, accentuating the minority feelings they had experienced even in peace-time.

One of the greatest hazards under which this work is carried on is the uncertainty of the future. So many of the suggested solutions appear to be based on antagonism, prejudice and hate. Now is the time to analyze the whole Oriental problem from a national point of view and determine on what basis persons of another race can be accommodated in Canada. As social workers it is ours to urge that the matter be handled as scientifically and objectively as possible, preserving both the dignity of our democratic way of life, and the tolerance of our Christian heritage.

Japanese Evacuation

A British Columbia Mission Worker

THE Churches have endeavoured, from the early days of the coming of the Japanese to Canada, to instruct them in the Christian way, and although the number who have responded to this effort is not great, yet the true Christian has been able to rise above resentment and bitterness over the evacuation from the coastal area.

This evacuation has entailed the setting up of the British Columbia Security Commission for the re-

moval of some 23,000 Japanese from their homes to other locations. In spite of the many difficulties of this unprecedented task, made more difficult by the criticism, lack of co-operation, and even hostility of some Canadians, it has been accomplished without any untoward incident, and with sympathy and understanding by the Commission set up for that purpose.

The uprooting and transplanting of these people came as a very cruel shock to them. It meant the

breaking up of the family life which is so important to the Japanese. In the first stage of the evacuation the able-bodied men were sent to road camps. Many of these men were not accustomed to manual labour. Their wives and younger children had to remain behind until they could be evacuated to other places. This created a difficulty in that some of the married men refused to go to the camps until they could be assured of what was to become of their families. It was finally decided to place as many families as possible in the towns of Greenwood, Kaslo, Sandon, and Slocan City, once flourishing mining centres.

In registering the families for these towns the Churches were able to be of assistance. A town was assigned to each Church, and one to the Buddhists. The people were free to register with whatever denomination they wished. The Churches, working in co-operation with the British Columbia Security Commission, registered the people desiring to go to the town assigned to that particular Church. Soon the towns were filled up, but the Slocan City project was extended to include the Slocan Valley.

The policy of the British Columbia Security Commission had altered somewhat with a view to keeping families together as far as possible and reuniting families that had been separated. Another project of settling families on sugar-beet farms in Alberta and Manitoba was now offered to suitable families willing to accept this kind of work.

Large numbers of second generation young men had been sent to the Province of Ontario for different projects there. A number of young women went to fill positions in the provinces of Ontario and Quebec, where the civic authorities had given their approval. Others were deterred from going to other towns and cities where the civic authorities had withheld their approval. The policy of the British Columbia Security Commission required the written approval of the towns or cities to which Japanese were allowed to go. As far as possible members of the Churches have been introduced to the Churches of the districts to which they have gone and they have been made welcome. This has brought forth expressions of appreciation from many sources.

In order to hasten evacuation from important and fortified areas a manning pool was set up in the exhibition buildings at Hastings Park, Vancouver, where thousands of Japanese were housed until the housing projects were ready to receive them. The missionaries of the Churches who had been working among the Japanese were able to carry on Church services, Sunday Schools, and kindergartens in the park, thus helping to keep up the morale of the people. When they were moved out into the housing projects, the missionaries were able to follow and continue the fully organized Church work which had been interrupted by the evacuation. Soon the people began to adjust themselves and settle down to this new mode of life.

Many outside the Church, as well as the Church members themselves, came to depend very much on the Church for help and guidance in these difficult times.

One of the big and important problems which had not been fully met yet, is the education of these evacuated children. In some communities where families have gone to work the children are welcomed in the local school, in other communities they are refused entrance to the school. The British Columbia Security Commission have only recently been able to open classes for the elementary grades under Japanese teachers, but this still leaves the high school students unprovided for. Here again the Churches are endeavouring to be of assistance by helping the high school grades in their studies in the correspondence course of the British Columbia Government.

The condition of the road camps has been well summed up by a missionary working in that district when he writes: "On the whole, the reception given the missionary is very friendly and responsive, although it has been impossible to arrange for meetings in some places as yet. There are a number of interested people. The work seems very worthwhile, for the Japanese appreciate the efforts of the Church on their behalf in this crisis and thus are open-minded to what the missionary has to say. How long they will remain so depends largely on the treatment which they receive from those 'who are Church members and claim the name of Christian'."

Besides the work done directly with the Japanese, the missionary has given several addresses before white Canadian congregations and audiences on the situation of the Japanese-Canadians, the Church in Japan today, and the background of the political set-up in Japan. The local weekly newspaper is very kind in the matter of publicity, for example, printing in full an address on the Christian attitude towards the Japanese in Canada. And the Japanese themselves have shown their appreciation of the attempt to build up an intelligent and unprejudiced public opinion on these subjects.

In this locality the feeling of the white Canadians with regard to the presence of the Japanese appears to be moderating. For example, last spring the presence in _____ of boys from the road camps was the cause of much trouble. But during the winter teams from the camps have played basketball against _____ High School and have been cheered by the 'fans' just as much as the local team. The fairness which is said to be a characteristic of the Anglo-Saxon is asserting itself, in refusing to lay the crimes of Japan at the door of these people, many of whom have been in Canada since the First World War. In the attitude of the ordinary citizen there is more reason and less emotion than there was eight months ago. But it must be remembered that if one Japanese should make a false step, reason would go out again and the whole Japanese-Canadian community would be damned

completely. Most of the Japanese themselves realize this and carry themselves accordingly, but unfortunately there are a few who do not.

The latter are a very few of the boys in the road camps. In the camps the problem of morale is growing worse and worse. It is to be hoped that the holiday in prospect for each of them may help matters some. That is not the solution, of course. The only solution is "to get the boys out of the camps and into jobs on the other

side of the Rockies, jobs in which they will be independent rather than government charges, and in which they will feel they are doing worthwhile work as free Canadian citizens. It is worth noting that the Christian boys in the camps are far above the rest in the state of their morale. It is not the fault of the camps as camps that the morale is so bad, but the accompanying mental confusion in these boys who are Canadian citizens but are treated in a harsher manner than German or Italian aliens."

DISPOSITION OF JAPANESE EVACUEES AS AT NOVEMBER 14, 1942

Sugar Beet Projects.....	3,991
Road Camp Projects.....	945
Interior Housing Projects.....	12,029
Self-Supporting Projects.....	1,161
Industrial Projects.....	439
Special Permits to Approved Employment.....	1,359
Repatriated to Japan.....	42
Internment Camps.....	699
In detention—Vancouver.....	111
Hastings Park (T.B. Hospital awaiting to New Denver Hospital).....	105
TOTAL EVACUATED.....	20,881
Outside Restricted area Prior to B.C.S.C. evacuation.....	2,428
Returned to Japan—1941.....	203
TOTAL R.C.M.P. REGISTERED JAPANESE POPULATION.....	23,512

—Removal of Japanese from Protected Areas

Report issued by British Columbia Security Commission, Vancouver.

It will be seen from the above that the Interior Housing Projects at Greenwood, Kaslo, Sandon, New Denver, Slocan, Slocan Area and Tashme, approximately two hundred miles from the coast, absorbed 50% of the evacuees. Empty buildings, the remains of boom mining towns of the early 1900's were leased by the B.C. Security Commission and reconditioned and, in addition, several hundred new dwellings had to be erected at small cost. Light and water systems were installed where necessary; sewerage systems were repaired; and small hospitals were equipped. Raising of vegetables will be extensively undertaken and it is anticipated that enough food will be grown to supply the needs of the evacuees.

Le Service Social dans les Usines de Guerre

LE service social dans les usines est un fait nouveau pour notre pays, et sans qu'il soit encore généralisé, on lui doit cependant de grands bienfaits en maints endroits. L'embauchage de centaines de milliers de femmes, soumises pour la première fois à la discipline du travail industriel, a créé des problèmes particuliers que les directeurs d'usines et les contremaîtres, "meneurs d'hommes" se sont trouvés presque incapables de résoudre. Dans bien des cas, l'auxiliaire sociale leur est arrivée comme une planche de salut.

Malheureusement, un grand nombre d'industriels la considèrent encore comme une employée superflue, dont les services ne seraient pas justifiés dans "leur" usine. Cette attitude se rencontre chez les directeurs qui surestiment l'importance de la machine, dont le bon fonctionnement, à leur avis, est le seul facteur de l'augmentation de la production.

Dans les grandes usines, la direction du personnel est confiée à un nombre assez important de fonctionnaires et chacun s'occupe d'une partie de l'administration: l'embauchage, le placement, la surveillance du travail, etc., etc. L'ouvrière doit passer de bureau en bureau et recevoir certaines instructions sur son métier, la discipline et les règlements à suivre, les mesures de précaution à observer, etc., etc. Les directeurs d'usine se montrent en général assez satis-

FLORENCE F. MARTEL,

*Section féminine,
Service national sélectif*

faits de cet arrangement et ne cherchent pas plus longtemps la solution des problèmes individuels.

Des études sur la psychologie du travailleur prouvent bien pourtant que ce dernier a droit ainsi que les autres individus, d'être traité comme une entité humaine et non pas comme un assemblage de pièces disparates. Des conséquences assez graves, telles que le mécontentement, amenant souvent l'ouvrier à s'absenter de son travail, ou même à le quitter, peuvent résulter de cette incompréhension. Indirectement, cette attitude a des répercussions néfastes sur la production.

Le Service sélectif national a adopté comme politique une propagande auprès des industriels suscitant l'emploi d'auxiliaires sociales dans les usines de guerre. Dans la province de Québec, environ 90% des ouvrières sont de langue française; il est donc logique que l'auxiliaire sociale, chargée de leur bien-être, soit également de langue française. Malheureusement, le nombre de personnes aptes, par leurs qualités personnelles et leur préparation, à remplir cette fonction, se trouve encore assez restreint.

Cependant, si le Service Social fait trop souvent défaut dans les usines de guerre de notre province, il ne faut pas conclure que les

conditions entourant le travail des ouvrières y sont laissées au hasard.

Les recherches poursuivies depuis quelques années sur la capacité de travail ont prouvé que le rendement se trouvait proportionné aux conditions dans lesquelles l'ouvrier est placé et comme conséquence on a favorisé l'amélioration dans l'aménagement des usines, une répartition plus adéquate du travail, l'emploi systématique des machines, etc, etc. Les expériences faites durant la guerre de 1914-1918, alors que, pour la première fois, on employait la main d'oeuvre féminine dans une proportion considérable, ont également guidé les industriels dans leurs entreprises actuelles.

Il y a amélioration remarquable quant à l'hygiène, au confort, au bien-être général des travailleurs dans les usines de guerre d'aujourd'hui comparées à celles d'il y a vingt-cinq ans, et, même souvent, comparées à certaines usines de production civile qui se trouvent assujetties à une routine datant de nombreuses années et qu'il serait difficile de changer sans frais.

Dans la province de Québec, la loi des établissements industriels et commerciaux, édictée en 1925, pourvoit à l'adoption de mesures hygiéniques les plus modernes dans l'aménagement des usines. Là où l'on manipule des matières explosives ou inflammables, tout un code de mesures préventives est élaboré par la direction et chaque ouvrier est forcé, dans son propre intérêt et dans celui de ses camarades, de s'y soumettre.

On reconnaît la limite des forces physiques de la femme et, comme conséquence, dans la majorité des cas, le travail qui lui est confié est de nature simple, facile d'exécution et permet l'usage d'un siège: fabrication de cartouches, de munitions, d'appareils de radio, etc. Dans les avionneries, les femmes font des travaux plus variés. Certaines de ces occupations demandent une formation technique, d'autres demandent un plus grand effort physique mais les employées acceptées pour des travaux plus lourds doivent être soumises tout d'abord à un examen médical.

Il est clair toutefois que des lois, des mesures de prévention et des systèmes d'administration ne remplaceront jamais à eux seuls l'élément humain. La touche personnelle que doit apporter l'auxiliaire sociale dans toutes les relations entre la direction de l'usine et les ouvrières simplifie un grand nombre de problèmes. De plus, là où il existe déjà un bon service d'administration et où la direction désire créer une atmosphère favorable aux ouvrières, l'auxiliaire sociale devient le truchement indispensable par lequel la justice qui récompense ou réprime peut s'appliquer à chacun.

Dans une usine en particulier, nous avons pu constater que la direction avait jugé la présence d'une auxiliaire sociale de toute première importance, à tel point que la personne nommée à ce poste fut choisie environ deux mois avant l'embauchage des femmes. L'auxiliaire avait eu ainsi ample-

ment le temps de se familiariser avec toutes les conditions de travail, avant la venue des ouvrières. Le bureau de direction l'avait consultée sur l'aménagement des ateliers, le choix des uniformes, les degrés de promotions et les classes préparatoires destinées à la formation technique des ouvrières. Cette manière de procéder a amené des résultats remarquables dans l'efficacité du travail accompli.

Il est dans l'intérêt de l'individu et de la nation que les ouvrières conservent leur santé, et que leur moral reste sain. La force de résistance est une qualité aussi importante que l'esprit d'entreprise; il faut voir loin et prévenir les conséquences désastreuses d'un effort mal équilibré. Un grand nombre de femmes sont appelées à jouer dans cette guerre un rôle qui semble dépasser leurs attributions. Mais le gouvernement, par la voix de ses fonctionnaires du Service Sélectif, a fait savoir clairement à la nation quelle était son attitude: "La désagrégation du foyer au bénéfice de l'industrie, bien loin

d'aider l'effort de guerre, lui nuit, le retarde et compromet notre avenir", a-t-on écrit avec justesse.

L'auxiliaire sociale, en étudiant de plus près les problèmes qui surgissent dans la vie de l'ouvrière mère de famille, peut donc continuer pour une large part, son oeuvre d'assistance familiale. Elle est appelée aussi à contribuer à la protection morale et au confort de la travailleuse par la surveillance des hôtelleries et foyers où chacune est invitée à retrouver l'atmosphère familiale et où s'organisent des récréations destinées à relever le niveau moral et intellectuel.

La carrière d'auxiliaire sociale dans le service industriel s'ajoutera donc à la série déjà assez longue des occupations professionnelles ouvertes aux femmes canadiennes. Conscientes de leurs responsabilités envers la classe ouvrière, avec courage, avec joie, avec conviction, elles accepteront la tâche où peut s'exercer d'une façon nouvelle et méthodique leur inlassable dévouement.

HEARD AT THE NATIONAL CONFERENCE

¶ Little things don't seem to matter any more.

¶ Forty percent of the U.S. selectees unfit for reasons that could have been corrected in childhood.

¶ In appealing for funds, we have suggested that we served life's failures. Youth knows this and it works against success in our youth counselling. We want to make our publicity reflect the positive, the constructive, the attractive.

¶ Public welfare looks to voluntary effort to be the good neighbour.

¶ The client, describing his visit to a public welfare office: "They didn't do anything for me, but, boy, have they got a fine organization."

¶ Consecrated ignorance.

¶ When the nights get darkest, some of the stars shine brightest.

¶ We must not live below the level of current events.

¶ Some social workers are militantly and ritualistically professional.

Four Views About Financial Federations

WELFARE presents in full the Annual Report of the Montreal Financial Federation's Executive Director because there is clarity in its reasoning.

"Mr. Chairman:

The more I think about the failure of our last campaign, the more I believe it was due to a fundamental misunderstanding of the purposes for which the Federation exists. One cannot encounter widespread scepticism of an objective which is in actuality much below agency requirements without coming to the conclusion that there is something mistaken in the public's ideas about the organization. In the few minutes at my disposal I want to discuss briefly the validity of views which I think are entertained by sections of the public with reference to our policies and program.

I will begin with an extreme point of view merely to dispose of it. If we are honest, I think we will admit that there are undoubtedly people in Montreal who have no understanding whatever of the work we are doing, no appreciation of its significance, and no sympathy for it. For them we exist only as another one of numerous appeals. They give without thinking; or if they think, because others give. It is the thing to do—and they do it.

There is nothing new to what I am saying—and nothing disturbing from the standpoint of the Feder-

ation. Every organization engaged in work like this encounters apathy and indifference on the part of some citizens. I think I am safe in saying, however, that insofar as the Federation is concerned this group is a very small minority indeed. As a matter of fact, one thing which has impressed me since I came to this position is the remarkable measure of confidence and goodwill which the Federation enjoys.

Then there is a second conception of the Federation by those well over to the left. They regard all charitable organizations as an integral part of the so-called capitalistic system, and suspect for that reason. They think of an organization like the Federation as at best a stop-gap—and at worst, an obstacle to the development of something much more comprehensive. They resent the fact that the Federation is conspicuous evidence of the concern and sympathy of one part of the community for another. For them we are the Great Excuse.

I think there are good and sufficient answers to this point of view. In lieu of something better, I believe we should thank God that we have had a Federation these twenty years—especially during the years of misery and distress called the Depression—when this Federation was all that stood between thousands and star-

vation. I believe also, that this Federation has been one of the outstanding pioneers in the welfare field—attempting to broaden the scope of existing measures to deal with the problems peculiar to our type of civilization. We have not stood in the way—we have paved the way. Until something better comes, as well all hope it will, this Federation has an important continuing service to perform.

There is a third and perhaps more significant attitude towards the Federation. It is held by those who think of us as operating almost exclusively in the field of relief and in that area as providing subsistence for unfortunates who for one reason or another have no resources of their own to carry on. The Federation, in their thinking, is an organization for people at the end of their rope—it is located on Dead End Street and its real name is 'Human Salvage and Wrecking Company'.

This conception of the Federation has been fostered to a certain extent by our campaign name of 'Federated Charities'. Charity in its lower meaning is thought of as a hand-out. This picture of the Federation also derives from years of publicity stressing work with the orphaned, the homeless and the destitute. There is some truth in it. We do care for unfortunates who have no resources of their own. We do more than our share of such work, in fact, because the City has been conspicuously reluctant to do its part of the job. But

this is not the only work of the Federation. It is not even a major part of Federation work. And when we do this work as a Federation, it is not with the intention of leaving these unfortunates where we find them. We try to make the Dead-end a Through Street.

There is a fourth picture one may have of the Federation. It is not that of an organization picking up the tag-ends of wasted lives but of rebuilding new lives for today and for the world of tomorrow. It is not concerned with salvage, but with construction. It is interested not in bankruptcy—but in investment. It is the picture of an organization which for over two decades has pioneered in welfare measures for the good of all groups in the community. It is the picture of an organization manned by devoted volunteers and trained paid workers qualified to render service at least on a par with any other organization of its kind in the Dominion. It is the picture of an organization operating on a variety of fronts—all of them significant parts of a comprehensive welfare program.

I sometimes wonder, Mr. Chairman, if the supporters of this Federation have any real comprehension of the scope and complexity of our program.

Do they realize, for example, that our Federation is one of the largest war service organizations in this community—that when Dominion Government agencies like the Dependents' Allowance Board or the Dependents' Board of Trustees

want investigations made, or funds administered for soldiers' families, they come to our agencies—that anywhere from 750 to 1,000 soldiers' families, are being serviced by our agencies yearly?

Do they realize, that the Federation has a Health Movement of its own, serving an estimated 15,000 individuals annually, with provision for infant care, nursing services for the sick, therapy for the handicapped, aid for the blind, diets for the sick; counsel and advice for the mentally sick?

Do they realize, that in any one year our foster homes and institutions clothe, feed, and shelter nearly as many children as could be put in the combined beds of the Royal Victoria and Montreal General Hospitals at one time?

Do they realize, that our Federation is a major instrument for the maintenance and integrity of family life in the Protestant and non-sectarian community of Montreal—that the number of individuals served by our Family Welfare agencies alone in any one year would make a good-sized town in any province of the Dominion?

Do they realize, that one part of the Federation program is the equivalent of a whole Youth Movement—embracing parks, playgrounds, clubs, settlements, the Y.W.C.A., etc. and reaching thousands and thousands of boys and girls, young men and young women in all parts of our City and in those sections of the City which need us most?

Do they realize, that our Federation has one of the largest privately-sponsored Public Welfare programs in the Dominion, involving an expenditure in the vicinity of \$100,000 annually?

If you were to ask me Mr. Chairman, whether our supporters in general grasp the scope, complexity and value of our Federation program, I would be compelled to say they do not. It is not their fault—and it is not our fault. You can publicize the work of our agencies till you are blue in the face and yet few, if any, of those who are not actually associated with the work of the agencies will appreciate the range and variety of the services rendered.

But the program is there. And if anything in this community is worth supporting, it merits your support. Its appeal is based on values as enduring as life itself.

If you are human you cannot ignore the claims of the Federation on you. One of the characteristics which distinguishes man from the animals, at least in his better moments, is his intelligent and discriminating concern for the welfare of others not of his immediate circle.

If you are a Christian the obligation on you is just that much greater. Charity as we know it began in the Church as a logical consequence of the life of Jesus and the principles of our faith.

And if you are a citizen of the United Nations in good faith as well as in good standing, the claim on you is no less pressing. If the

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Council Loses Dr. Pugsley

THESE are days of change and turnover and it was with regret that the Council said goodbye on April 1st to Dr. E. Bliss Pugsley who was for two years the Executive Assistant in charge of the Maternal and Child Hygiene Section. Through the work of this Division, Dr. Pugsley's name became familiar to correspondents from coast to coast, both in the field of public health and on an individual basis, and her advice on health matters has been appre-

ciated by many mothers in isolated parts of the country and by other persons wishing to secure information.

The good wishes of the Council Board and staff go with Dr. Pugsley in her return to private professional practice, not to mention the joys of a fuller home life. The Council will look forward to continued contacts with her as her interest in community health and welfare will always remain strong.

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speeches of the great war leaders—Churchill and Roosevelt—mean what they say, legitimate welfare services are an essential part of the war effort. It is a misguided patriotism which would deny any of the least of these services to the constituency of our Federation when at the same time we of the United Nations fight to make the world safe for the very objectives for which our agencies stand. There can be no logical compromise here. If we seek the objectives for which the Allied Powers fight, we endorse the ends and services for which our agencies exist.

I cannot conclude this brief report without paying tribute to the years of service rendered this Federation by Mr. Morgan, Chairman of the Board of Governors. I

come from that part of the Dominion which is as sparing in its appreciation as it is with its cash—my remarks may be the more sincere for that reason. The real burden of directing the affairs of this organization over the last few years has fallen to him and in spite of heavy demands in other connections, Federation matters have always received his generous and devoted concern. I find it difficult to indulge in the fulsome remarks which are appropriate to these occasions, but I mean what I say when I give expression to our very great appreciation for his services.

I beg to move the adoption of this report.

(Signed)

CHARLES H. YOUNG,
Executive Director."

About People

Miss Phyllis Haslam, formerly General Secretary of the Y.W.C.A. at Cornwall, has received an appointment in Trinidad.

* * *

Mr. W. A. Morrison, who has directed Vancouver's Alexandra House, has accepted an administrative position in a children's agency at Sacramento, California.

* * *

Fred G. Hubbard of Broadview Y.M.C.A. Toronto, has become Secretary of the Personnel Division of the National Council, replacing R. E. G. Davis, now Director of the Canadian Youth Commission.

* * *

The Children's Aid Society at Dauphin, Manitoba, has lost its Executive, Mr. Stanley Crow, to the Armed Forces.

* * *

Miss Jean Hall has resigned as Assistant to Mrs. Rex Eaton, National Selective Service, Ottawa, and is returning to her former position as Executive Secretary, Counselling Department, National Council, Y.W.C.A., Toronto.

* * *

Miss Charlotte Mattar has joined the staff of the Ottawa Children's Aid Society, Child Care Department. She comes to the Capital City from Algoma County Children's Aid Society at Sault Ste. Marie.

* * *

Miss Marietta Stevenson, Assistant Director, American Public Welfare Association, spent two

weeks in Montreal recently giving a course in social welfare administration. Forty social work executives and senior staff members attended. She also addressed the Council of Social Agencies and Children's Aid Societies.

While in Ottawa Miss Stevenson visited Council House.

* * *

Miss Alice L. Taylor, B.A., M.Sc., Instructor in Social Case Work, Montreal School of Social Work, will give a course of lectures at the summer session of the University of British Columbia.

* * *

Mrs. Dorothy Foucar, a graduate in Household Economics of the University of Alberta, with some training in social work, has accepted a position with the Children's Aid Society of Sault Ste. Marie and District of Algoma.

* * *

Rev. J. Dinnage Hobden, well known in the West for his work as Executive Secretary of the John Howard Society of British Columbia, made history at the Municipal Elections in December, 1942, in West Vancouver. In a record poll, Mr. Hobden received 1175 votes for Police Commissioner. This is the highest number ever given to any aspirant for municipal office in the history of this growing and attractive suburb of Greater Vancouver. It was 400 more than the votes received by his opponent.

Book Reviews

SOCIAL SECURITY AND RECONSTRUCTION IN CANADA.

This book is required reading for all those interested in the field of welfare in Canada, which should include every alert citizen. Dr. Cassidy sets himself the objective of making a general survey of the field of social security. His extensive experience both in the academic and administrative aspects of the welfare field in Canada makes him exceptionally well fitted to write such a book, and the results are up to expectations; as a general survey the book is conspicuously successful.

Dr. Cassidy discusses the nature of the problem of social security, make an appraisal of the existing system in Canada, analyses the recommendations of various Canadian Royal Commissions, reviews the systems of social security in the United States, New Zealand and Great Britain—with some reference to the Beveridge Report—and outlines the full program of social security for Canada.

To the reviewer, the most valuable part of the volume, and where it becomes more than simply a general survey, is its treatment of the problems of organization and administration. Here, Dr. Cassidy's practical experience in public welfare administration is plainly evident, and he makes valuable suggestions on this basic but usually neglected aspect of social security. "Those who plan for a

Neither the author of this book, Dr. H. M. Cassidy, nor the reviewer, Dr. A. E. Grauer, need any introduction to readers of *WELFARE*. Dr. Cassidy is the former Director of Social Welfare of British Columbia, the 1938 President of the Canadian Conference on Social Work and is presently Chairman, Department of Social Welfare at the University of California.

Dr. Grauer succeeded Dr. Cassidy in the Department of Social Science at the University of Toronto and is the author of a number of outstanding studies on public health, labour legislation, public assistance and social legislation in Canada made under the auspices of the Rowell-Sirois Commission.

many-sided system of social security will neglect the administrative side of the problem at their peril"; he warns, "for the complex machine that must be created may collapse in ruins unless it is soundly built and skilfully operated."

On the personnel side of administration, for instance, there is a dearth of properly trained and equipped administrative officers even for our present very restricted welfare system and an exceeding scarcity of qualified executives for senior positions.

Similarly, Dr. Cassidy points to the almost total lack of research in welfare and postulates more knowledge as an "indispensable condition for success in building a new social security system". The lack of basic data is glaring and does not lead one to be too optimistic about "that courageous, intelligent, and vigorous political leadership" which Dr. Cassidy finds "essential if Canada is to move seriously towards social security". The facts are that the basic elements of social insurance are not new but relatively old, that the events of the decade of the nineteen thirties could

not more clearly have stressed the problem of personal insecurity on a mass scale, and that hundreds of millions of dollars were spent during this period on treatment, but practically no money and attention were devoted by Canadian governments to research on the nature of the problems involved, the best means of controlling them, and the improvement and extension of existing welfare measures. Can it be, as J. M. Keynes has said regarding lack of government research that "There is nothing a government hates more than to be well-informed; for it makes the process of arriving at (negative) decisions much more complicated and difficult."

In this connection, the universities have been little better than the governments although their limited budgets have given them much more excuse. Dr. Cassidy states that to his knowledge there has been only one person in Canada during recent years, and that a university person, whose major responsibility has been research in social problems. The reviewer has fresh in his memory his inability, while Director of the Department of Social Science in Canada's largest university, to obtain financial support for even a beginning of a program along these lines.

But much as one may regret these facts, they are nevertheless the facts. If, as Dr. Cassidy argues, "Knowledge is power" in this field, the conclusion to his analysis of the magnitude of existing limitations and difficulties must be that we

have at present very little power for comprehensive social security. But Dr. Cassidy does not draw the conclusions that seem to flow from his analysis. When he outlines his national program he calls for implementation in the near future of a "full program" of social security involving a substantial proportion of the national income without seriously discussing the economic and political considerations involved. This is the major limitation of the book and it is a weakness that appears to have been followed by the Marsh Report.

In this respect, the title of the book holds out a promise which the text does not fulfil. "Reconstruction", in the customary sense of "economic reconstruction" must necessarily be discussed in connection with any "full program" of social security. Dr. Cassidy does not deal with the problems of economic reconstruction. Like Sir William Beveridge, he assumes their solution. This device is not sound in this case because it results in begging the question of social security.

Let us follow through one of the basic economic assumptions made by Cassidy, Marsh and Beveridge. All three assume full employment. But full employment cannot be assumed for Canada and Great Britain unless it is assumed for the rest of the world. One thing the history of the last decade has proven is the economic interdependence of nations. The assumption of full employment throughout the world postulates a successful

solution of major international economic and political problems and an end of national policies leading to war. The recent history of a once relatively prosperous country like Czechoslovakia with its broad system of social insurance shows how inter-related are economic and political factors and how basic they are to the field of social security. The assumption of full employment, when followed through, is for our present system an assumption of an economic and political heaven on earth.

These are assumptions which the social idealist may legitimately make, as it is his duty to lift our eyes unto the hills, but they are not assumptions that a social scientist can legitimately make and they do not form a scientific basis for a program of social security that can take up from where we now are.

In many further respects this book does, as Dr. Cassidy modestly states in his preface, "raise more questions than it answers". In the brief confines of a review, I can hardly indicate some of these.

Is it an established principle that the provision of cash benefits on a broad scale is the equivalent of "full social security"? This assumption seems implicit in Cassidy, Beveridge and Marsh but I have never seen it thoroughly discussed in principle. Even in the narrower view of social security, it does not automatically follow that because cash benefits meet certain aspects of individual insecurity reasonably well that it is the best

approach to all aspects. For instance, it would appear doubtful that the provision of a relatively small cash benefit for every child in the country would meet the problem of the low income family with children. Aside from the fact that there is no assurance that family allowances would be spent wisely or at all for the desired purposes, it is at least arguable that there are alternative ways of attacking this problem which are a more natural growth from our existing institutions and more focussed upon the desired end; for example, by the addition of the nursery school to our public educational system, the extension of present school facilities for the care and feeding of children, and the provision of country-side facilities for recreation, cultural activities and personal development along the lines of our better community centers. This last could be done either through community centers or perhaps more logically by an extension of the school system to fit the needs of the locality whether urban or rural.

Dr. Cassidy's book follows the traditional policy of books on social welfare of not considering our educational system. To this reviewer, that is not possible when one's aim is to put forward a full program of social security. The educational system must surely have an important place in any such program, and over the long run the dominating one. It would appear risky to leave it to politics to effect the integration, and in

any case one's thinking on social security is bound to be incomplete and out of proportion if the educational system is not considered.

Dr. Cassidy's advocacy of a permanent works program to take the place of public assistance is worthy of the fullest consideration by our governments. There are many, however, who would dispute his conclusion that the experience of the United States, with works programs has proven the feasibility of such a policy for the United States, let alone Canada.

His stimulating, brief review of the farm security program in the United States brings to our attention the often overlooked fact that this basic element of our population has its own problems of social security, although this lead is not followed up particularly in his proposed "National Program of Social Security".

These various considerations are not advanced as criticisms, as Dr. Cassidy makes it plain that it is his intention to raise questions. But they do cause one to wonder about the feasibility of outlining a sweeping national program in detail when there still remains so much spade work to do and when there is still so much thinking through required of the basic principles of social security.

The following words of Rebecca West in *Black Lamb and Grey Falcon* has significance for the field

of social security. "Gerda has no sense of process. That is what is the matter with Gerda. She wants the result without doing any of the work that goes to make it." If Dr. Cassidy's book does not conspicuously show a sense of process, it is one of its great merits that it stresses the amount of work that must be done before we can be sure of our results in social security. What we need is the co-operation of governments, universities and industry to ensure that this work is done.

Social Security and Reconstruction in Canada, by Harry M. Cassidy, B.A., Ph.D. Published by Ryerson Press, Toronto. 197 pp. Price \$2.00.

MENTAL ILLNESS—A GUIDE FOR THE FAMILY. Edith M. Stern.

The beauty of this book is in the fact that it meets a unique need in the community not heretofore met. It is a readable guide to the perplexed family when mental illness has entered and must be met with a workable plan.

Besides guiding the family over the sense of stigma, and into the proper hospital channels where necessary, it also gives aid in rehabilitation later, the hurdle which the public fears and straddles most frequently.

M. E. BAILEY, M.D., *Psychiatrist*.
Published by The Commonwealth Fund,
41 East 57th St., New York, N.Y. 1942.
Price \$1.00.

SOCIAL WORK YEAR BOOK,
1943. Russell H. Kurtz, Editor.

In seventy-eight signed articles and a directory of 1110 national and state agencies, the current status of organized social work in the United States is presented. Because "the social problems of war-time are for the most part not new; rather, they are but accentuations of the familiar phenomena with which social agencies deal in peacetime and call in the main only for modifications or extensions of peacetime organization and methodology," the Editors decided not to issue a special wartime edition.

Wartime developments are, however, reported in four articles entitled, "Civilian War Aid;" "Community Welfare Planning in War-time",—one of the longest of the articles in the volume—by Joanna C. Colcord, Director, Charity Organization Department, Russell Sage Foundation; "Post-War Planning," and "Social Aspects of Selective Service."

With the exception of one article on International Social Work, coverage by the Year Book is restricted to the United States. From the point of view of Canadian social workers and board members, this is a great pity. But as a reference book setting forth the ramifications of modern social work in the United States, it is indispensable.

Social Work Year Book, 1943. Russell H. Kurtz, 764 pages. Published by Russell Sage Foundation, 130 East 22nd Street, New York City. Price \$3.25.

VOCATIONAL GUIDANCE, a 25-page pamphlet published in January, 1943, by the Big Brothers, Toronto, describes in non-technical language the function of a Vocational Guidance Clinic in a boys' social work agency.

In our total war effort every person should be directed into the kind of work in which his capabilities will be used most effectively. Clinical vocational guidance methods are being used in recruiting and placement in the Armed Forces and it is pointed out how the same techniques could be used by the government employment service in placing workers in industry.

Vocational guidance as an aid to the case work in analysing behaviour and personality difficulties is illustrated from case records of the Big Brother agency. The procedure followed by its Vocational Guidance Clinic is described in detail and samples of the tests used are given in the appendices to the pamphlet.

Parents, teachers, social workers, industrialists and others who are faced with the problem of directing bewildered young people into suitable employment will find this pamphlet very useful. Copies may be obtained from the Big Brothers, 100 Bloor Street West, Toronto.

The Canadian Welfare Council

1942-1943

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